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STEP is a part-time school, part-time work program designed to meet the needs of potential school dropouts 15 years of age or older. Pupils attend school in the morning and work in the afternoons. The teacher-coordinator plays a crucial role and meets with a group of 15 to 20 pupils daily to "orient" them to school and work experiences. The coordinator counsels his pupils individually, places them, and supervises their work experience. A typical day includes a period each of English, social studies, an elective, STEP orientation in the morning, and work as a clerk, messenger, stock boy, custodian, or general helper in the afternoon. The majority of students were placed with private agencies, but some were assigned to work stations in tax-supported agencies.

Cases presented show these results: in 1962-63, 27% of the pupils were returned to a normal school program, 11% entered full-time employment, 13% were removed for lack of progress, 44% completed the year in STEP, and 5% became school dropouts.

A substantial number of participants in the follow-up study are reported in the "no information" category. 66% of the active but only 48% of the control group were either in school or employed in June 1963.

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STEP

SCHOOL TO EMPLOYMENT PROGRAM

SECOND ANNUAL REPORT • 1962–1963

THE UNIVERSITY OF THE STATE OF NEW YORK / THE STATE EDUCATION DEPARTMENT / BUREAU OF GUIDANCE

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Foreword

Many pupils who become dropouts do so without an accurate idea of the consequences of their decision. STEP, the school to employment program, a part-time school, part-time work program, provides for the careful exposure of potential dropouts to the world of work, encourages them to weigh the value of continued education or of full-time employment without graduation, and bolsters their academic skills.

As can be seen in the pages that follow, there is good reason to believe that such programs can effectively reduce early school leaving. Moreover, it is clear that STEP does precipitate important changes in the attitude of pupils which are reflected in improved performance in school and at work.

STEP was conceived in 1961 in a series of conferences among the Governor, the Commissioners of Education and Labor, the Director of the New York State Division for Youth and their representatives. A start was made in the 1961-62 school year, using Division for Youth funds. The 1962 Legislature amended the Education Law to permit school districts to establish school to employment programs and appropriated $150,000 for this purpose. The Department used these funds, and a similar amount appropriated in 1963, to match local expenses - in seven districts in 1961-62, and in ten in 1962-63.

In the Department, STEP is coordinated by personnel of the Bureau of Guidance under the supervision of Dr. Irving Ratchick, Chief, and Mr. Bruce E. Shear, Director of the Division of Pupil Personnel Services. The Bureau has long been concerned with the problems of early school leaving. Recently the Department published a description of the Holding Power Project conducted by the Bureau between 1954 and 1960 (Reducing the School Dropout Rate: A Report of the Holding Power Project).

This bulletin summarizes our progress in STEP during 1962-63, its second full year of operation. The report was prepared by Mr. James W. Moore, coordinator of both the STEP and Holding Power Projects, who, with Mr. Harlow B. Hopkins, was responsible for the management of STEP in 1962-63.

Edwin R. Van Kleeck
Assistant Commissioner for
Pupil Personnel Services
and Adult Education

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CHAPTER I

INTRODUCTION

STEP, the School to Employment Program, first appeared on the educational scene in New York State during the 1961-62 school year. Its beginnings were detailed in a lengthy report prepared in the Bureau of Guidance at the end of that year and in SCHOOL TO EMPLOYMENT PROGRAM, published in April 1963 by the Department.[1] The latter appears in Appendix A of this report.

Briefly STEP is a work-study program for potential school dropouts which has an ultimate goal of reducing the number of unemployed school dropouts, either by assisting them to remain in school and graduate or by guiding them to suitable full-time employment if they do leave school before graduation. The program essentially requires that pupils meet daily for at least one period with a teacher-coordinator at which time topics designed to facilitate their adjustment to school and to employment are considered, and that these pupils participate in supervised work experience under the same teacher-coordinator. Pupils spend roughly one-half day in school and one-half day in supervised employment. During the school interval, they are scheduled for appropriate courses from the normal curriculum. Placements are sought either with private or public agencies. Wages in the first instance are provided by the private employer and in the last, stipends are made available from the funds of the school district. Student participants must be at least 15 years of age. All provisions of the N. Y. State Labor Law are observed in the work experience phase of the program.

Local districts are assisted in their program efforts by personnel of the Bureau of Guidance. Assistance has included regular visits to the programs to review and comment upon the operations underway, the dissemination of information concerning promising practices noted in any of the districts to personnel in all of the districts together with resource materials from many other sources, and the provision of a workshop in Albany for all local STEP personnel at which they appraised their progress and shared their pertinent experiences. The 1962-63 work shop was held in May as an integral part of a conference for the local personnel assigned to two other projects coordinated by the Bureau; e.g., Talent Search and Project ABLE.

A handbook for teacher-coordinators distilling the best practice noted to date in STEP and similar work-study programs is now in preparation. During the summer of 1963, two local STEP coordinators, Mr. Charles Savitzky of New York City and Mr. Joseph Hawayek of Buffalo, came to Albany and consulted with Bureau personnel for several days on the development of this document. It is expected that the handbook will be made available to local coordinators during the 1963-64 school year.

The legislation under which STEP was created provided that local programs must be conducted in accordance with regulations promulgated by the Commissioner of Education. Article 25, Section 191 of the Commissioner's Regulations was approved by the Commissioner and the Board of Regents in January 1963. They

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1 The New York State Education Department, School to Employment Program. The Department, Albany, New York. 1963.

appear in the publication already cited, School to Employment Program, which is included in this report as Appendix A.

The content of this report is derived essentially from two sources: the observations of Bureau of Guidance personnel during their visits to operating programs, and the annual reports submitted by local personnel in each program at the end of the 1962-63 school year.

CHAPTER II

1962-63 PROGRAM DIMENSIONS

In 1961-62, the year in which the program was developed, STEP was installed in the following City School Districts: New York, Albany, Buffalo, Rochester, Syracuse, Ithaca, and Yonkers. In 1962-63 the program continued in New York, Albany, Buffalo, Rochester, Ithaca, and Yonkers and was initiated in Watertown, Kingston, Greece, and Poughkeepsie. In these programs, 50% of the approved expense of local programs is met by the State. Below are summarized the number of pupils served in the cities in the first two years of STEP and the expenses of their programs in 1962-63. Because STEP was installed at widely varying dates in the cities in 1961-62, the expenses for the programs in that year are not truly comparable with those for 1962-63 and hence are omitted from the table. The unit to which reference is made is the number of groups with an individual teacher-coordinator assigned.

Table I

Costs and Pupils: 1961-62 and 1962-63

District	Units		No. of Pupils		Total Expenditures 1962-63	Cost Per Pupil 1962-63
	1961-62	1962-63	1961-62	1962-63		
Albany	1	1	11	21	$12,670	$603
Buffalo	3	4	43	79	58,648	742
Greece	DNA	1	DNA	9	3,502	389
Ithaca	1	1	11	14	9,760	697
Kingston	DNA	1	DNA	15	4,144	276
New York	3	15	57	532	72,586	136
Poughkeepsie	DNA	1	DNA	28	11,598	414
Rochester	1	1	14	28	13,352	477
Syracuse	1	DNA	21	DNA	DNA	DNA
Watertown	DNA	1	DNA	34	9,820	289
Yonkers	1	1	14	33	12,690	385
Total	11	27	171	793	$208,770	$263 *

DNA - does not apply
* Average cost per pupil

Obviously the program expanded considerably in 1962-63. This is due primarily to the increase in the number of New York City units from 3 to 15. Here a note of explanation is necessary. The number of units in which expenses are borne equally by the State and by New York City was increased from 3 in 1961-62 to 7 in 1962-63. Also in 1962-63, 8 existing work experience programs in the City were brought within the STEP framework but in these 8 units only stipend expenses are shared. All other operational costs are borne by the City. Partially this explains why the per pupil costs in New York are the lowest of any of the cities. However, another important cost depressing factor which applied in New York was the fact that, as will be discussed later, a substantial majority of their work placements were with private employers, which greatly reduces the stipend expense incurred in the program.

In all of the cities, the major categories of expense were personnel and stipends. These statistics are listed below for 1962-63. Again 1961-62 figures are not included because of the wide variation in the dates STEP was inaugurated in the cities in the first STEP year.

Table II

Distribution of Costs by Category

STEP Cities: 1962-63

Costs

District	Personnel	Stipends	Other	Total
Albany	$9,233	$2,937	$500	$12,670
Buffalo	41,159	17,346	143	58,648
Greece	1,134	2,168	200	3,502
Ithaca	7,870	1,681	209	9,760
Kingston	3,252	886	6	4,144
New York	52,666	18,904	1,016	72,586
Poughkeepsie	8,022	3,328	248	11,598
Rochester	10,057	3,276	19	13,352
Watertown	7,536	2,251	33	9,820
Yonkers	8,643	3,559	488	12,690
Total	$149,572	$56,336	$2,862	$208,770

For the program as a whole, Table II indicates that roughly three-quarters of local expenses were for personnel and one-quarter for stipends.

Perhaps the most unusual cost element in STEP is that of stipends. Although our society has readily accepted the use of scholarships to reduce the burden of educational expense for able students continuing their education after high school, to our knowledge, except under the National Youth Administration of the depression years, no other program administered by our public schools has included the provision of public funds to underwrite the supervised work experience of students in public agencies. An analysis of the application of the stipend feature of STEP in our cooperating cities in 1962-63 appears below. Although it was not mandated by the Department, most cities reimbursed their students at the rate of $0.70 per hour. However, some districts used a wage scale which included higher rates for students whose performance was superior.

Table III

The Use of Stipends in STEP: 1962-63

District	Pupils		
	No. Receiving Stipends	Average Stipend Hours	Average Amount Received
Albany	20	210	$147
Buffalo	82	302	212
Greece	9	337	241
Ithaca	8	315	210
Kingston	14	90	63
New York	168	154	113
Poughkeepsie	23	207	145
Rochester	31	151	106
Watertown	23	138	98
Yonkers	28	183	127

It should be pointed out that the use of "average"hours and dollars tends to obscure the fact that many participating students worked a good deal longer and of course received more for their labors than the figures suggest. In several of the programs, some of the students remained in stipend situations only briefly, in preparation for private placement, which is the use for which the stipend plan was designed, or before leaving the program for any of a number of reasons.

CHAPTER III

PUPILS

How do pupils come to be included in STEP? In this section the referral sources and the selection criteria commonly employed will be described, and the personnel who ultimately discharge the responsibility for selection will be listed.

A. Source of Referrals

Primarily, students are nominated for the program by guidance personnel and teachers. In New York City, attendance officers and deans (of discipline) are frequent sources. Administrators, personnel in community agencies, parents, and even pupils themselves also recommend candidates.

B. Criteria For Selection

In accordance with the Commissioner's Regulations for STEP, all program participants must be at least 15 years of age and must be systematically identified as potential school dropouts. Certain of the districts relied upon the guidelines developed in the Holding Power Project coordinated by the Bureau of Guidance in their screening. Also, without exception all districts enforced a requirement that the participants display at least the measured ability of a slow learner. No mentally retarded students were accepted. Minimum intelligence quotient levels observed in the several programs ranged from 75 to 100.

For additional evidence that pupils might become early school leavers, school personnel most often considered these pupil characteristics: attendance, academic history, home background, school deportment, and attitude toward school. The potential of the pupil for rehabilitation in the program was also carefully weighed.

C. Final Selection Authority

In all of the units, teacher-coordinators participated in the final selection of candidates from among those nominated. However, in six units, administrators and coordinators shared this task, and in three of the six, these two officials were joined by guidance counselors.

An important recent trend has been the growth of the influence of the teacher-coordinator in determining the pupils whom he shall assist. In the first year of the program, whole groups of relatively intractable pupils were assigned to coordinators without any consideration of their judgment as to the pupils' potential for growth. As a result, the coordinators' problems in initiating the program were often further compounded by the attention necessary to merely control their pupil groups. An emerging characteristic of successful programs is the matching of the skills, capacities, and personalities of coordinators with the characteristics of the pupils they serve. To achieve this congruence, the coordinator must participate fully in the selection process.

CHAPTER IV

PROGRAM ACTIVITIES

STEP is a work-study program. Its several school and work experience elements combine, hopefully, in an especially meaningful program for potential school dropouts.

A. School

Although not mandated in any sense, all units conduct the school phase of their program in the morning and schedule work experience for the afternoon.

1. Division of time

In all cities, STEP students are scheduled for some courses from the normal school program in addition to the mandated daily session with the teacher-coordinator. All but two of the ten upstate cities arranged that the coordinator meet with his group for one period daily. The other two upstate districts and nearly all of the New York City units scheduled the coordinator for two periods daily with STEP students. In New York City, the teacher-coordinator also often was assigned to serve as the homeroom officer for the STEP group.

The majority of the upstate districts programmed STEP students for three subjects in the normal school curriculum. Most frequently in New York City, two subjects from the usual curriculum were arranged.

The general pattern, then, was for STEP students to attend four classes in their schools in the morning, including the "STEP session."

2. Regular subject areas

The Regulations for STEP require that pupils, in the school interval not occupied by the daily orientation session, "...be enrolled in those classes of academic, special and vocational instruction appropriate to their individual needs, interests, and abilities." In all units, students were assigned to courses in English and social studies. Also, in all units most other courses were either in the business and distributive education, industrial arts education, or the homemaking education subject areas.

3. STEP sessions

To quote again from the Regulations, "Students shall meet at least one period each school day with a qualified instructor to consider topics designed to facilitate adjustment to school and work."

By design, these daily sessions were directed toward three objectives. First, "feedbacks" from school and work experience were analyzed and discussed. Troublesome situations were reviewed immediately with the pupils and became a kind of informal syllabus for STEP. The supervision of work-experience by the teacher-coordinator

and his close contact with those teachers instructing STEP pupils were key elements here. If the lack of certain work-skills was inhibiting progress on-the-job, the coordinator attempted to develop them in class.

Feedback also contributed to the second objective which was to encourage a permissive atmosphere approaching that of group counseling in which individual pupils might at least tentatively reveal their concerns and find support for positive changes in attitude from the coordinator and, perhaps more importantly, from their peers.

Finally the daily group sessions were designed to permit presentation of a relatively formal body of information which could in general be subsumed under "how-to-study" and "orientation to the world of work." Although teacher-coordinators were free to pursue the formal content which to them seemed most pertinent in the first two years of STEP, the following outline represents a fair consensus of the topics covered. It is taken from the handbook under preparation for the guidance of teacher-coordinators.

1. What STEP means (Orientation)
2. The individual conference as it affects you
3. How important is your schooling?
4. The importance of your record in school and outside of school
5. Where do you look for a job?
6. Learning how to travel in your area
7. Documents and legal authorizations in applying for a job
8. Selecting a job
9. Applying for a job
10. What are proper personality traits?
11. How proper personality traits are important
12. The first day at work
13. How to hold on to your job
14. The dangers in constantly shifting jobs
15. How to measure success on the job
16. Learning about yourself and planning ahead
17. You and military service
18. Where to get help after leaving school

B. Work Experience

In the same sense that laboratory experiences are necessary to the student of physics or chemistry to make clear the meaning of his subject, so is work experience essential if the special classroom emphases for the potential dropout are to result in changed attitudes and improved performance. Also when one considers that the world of work is a relatively immediate prospect for the potential dropout, just as continued education for many of his more academically talented peers, the laboratory of supervised work experience can be justified quite readily.

1. Work station jurisdiction

By jurisdiction, we mean the person or institution responsible for the work station. Three types can be distinguished: those

stations controlled by the local board of education (the school buildings of the district), those controlled by other public agencies (an agency supported by public taxes), and those within the oversight of private employers. Stipends, from the funds of the school district, it will be recalled, may be used to reimburse students employed with the board of education or in public agencies. Table IV summarizes the distribution of placements by jurisdiction.

Table IV

Jurisdiction of Work Stations by Sex:

Upstate and New York City: 1962-63

Percent

Districts	Sex	Jurisdiction		
		Board of Education	Other Public Agency	Private Employer
Upstate	M	45.3	30.2	24.5
	F	53.8	38.5	7.7
	T	47.8	32.6	19.6
New York City	M	15.0	0.3	84.7
	F	98.2	1.8	0.0
	T	27.1	0.5	72.4
Total	M	24.7	9.9	65.4
	F	74.6	21.3	4.1
	T	34.6	12.2	53.2

For the program state-wide, slightly more than half of all placements were with private employers, slightly more than a third were with boards of education, and about one in eight were in other public agencies.

There are important differences in the distribution of placements by jurisdiction in New York City and upstate cities. Whereas, upstate, one-fifth of all placements were with private employers, in New York City nearly three-fourths were so located. Again, upstate nearly half of all placements were with local boards of education but only slightly more than one in four in New York. Also, public agency placements, other than with boards of education, accounted for roughly one-third of all work experience stations upstate, but less than 1% of all placements in New York. In sum, New York City has emphasized private placement, and upstate STEP units, board of education placements. Also upstate districts have made much greater use of public agency placements than New York.

Both upstate and in New York City, females have been placed much less frequently than males with private employers. In fact, in New York City, none were privately placed. Also, whereas upstate districts placed more than half of their female STEP pupils with boards of education, and more than a third in other public agencies, New York City placed 98% of its girls with the board of education.

It may be of value to consider the change in placement jurisdictions since the inception of STEP.

Table V

Jurisdiction of Work Stations

1961-62 and 1962-63

Percent

Jurisdiction	1961-62	1962-63
board of education	70	35
other public agency	28	12
private employer	2	53

There has been a large increase this past year in the percent of private placements with a reduction in the percents located with boards of education and in other public agencies to a level half that of 1961-62. This, of course, is much to be desired, both from the standpoint of the relative "realism" of private as contrasted with stipend work stations, and also because of the fact that private placements are a much less expensive work experience arrangement.

It is not an exaggeration to attribute a substantial portion of the improvement in the distribution of work experience jurisdiction to the performance of the New York City program. Table IV revealed that the percent of males placed privately in that city in 1962-63 was 85 versus 25 for males in upstate units. Why? Based on our observations these reasons are offered.

- Generally speaking, New York City STEP pupils were older than their upstate counterparts. In several New York City units the median age was more than 16. Although older students are patently easier to place, most upstate districts felt committed to a roster of pupils whose age upon entry was closer to 15 years. In the first year of STEP, this age group was especially stressed by the Department.

- In 1962-63, STEP in New York City was enlarged to include eight units in high schools which had previously been a part of the City's work experience program. Thus some coordinators in the New York City units had as much as eight years experience upon which to draw.

- Perhaps more than upstate, New York coordinators couched their presentations to private employers in terms which stressed the advantages to them of the employment of supervised pupils. Employers were not asked to assist in the "rehabilitation" of "difficult" pupils. It may be that upstate coordinators oriented their efforts with employers more to the need to provide a different atmosphere in which their pupils could solve problems which could not be solved in school, and asked employers,

in effect, to look upon the acceptance of STEP pupils as something of a social obligation.

- It is possible that the economic situation in New York varies from that of upstate communities, especially regarding the number of part-time positions that are available. This has not been documented.

At any rate, New York has been far more successful in private placement than other units across the state. As the program progresses, an attempt will be made to explain this difference in more concrete terms.

2. Type of employment

STEP permits of no deviation in the legal procedures prerequisite to the employment of minors, including the places of employment and duties that may be performed. Thus, the type of employment permissible can readily be determined by examining the New York State Labor and Education Law applicable to pupils in relation to their age.

In Table VI the distribution of students among the various categories of employment obtained in 1962 is summarized.

Table VI

Distribution of Pupils
Among Categories of Employment
1962-63

Percent

Category	District Type				Total	
	Upstate Districts		New York City			
	Male	Female	Male	Female	Male	Female
clerical	5.0	40.0	17.7	63.2	13.6	50.8
shipping and delivery	17.6	1.5	41.6	—	33.9	0.8
custodial and maintenance	40.9	—	4.2	—	16.0	—
messengers	—	—	16.2	—	11.0	—
general helpers	36.5	58.5	20.3	36.8	25.5	48.4

The largest percent of males were employed in shipping and delivery work, and as general helpers. Females were nearly equally distributed between clerical positions and those in which they served as general helpers.

Once again it is apparent that New York City and the upstate districts differ importantly. Obviously some of the difference can be understood in terms of the jurisdiction of the work stations. Recalling Table IV, upstate, about one-fifth of all pupils were privately placed, in contrast to 72% in New York City. The largest placement category for males upstate was custodial and maintenance, mostly with board of education. In New York City, the largest percent of males were situated in shipping and delivery positions, overwhelmingly private in jurisdiction. Although no males upstate served as messengers, in New York City 16.2% were so employed. Likewise, the percent of custodial and maintenance assignments in New York City was only one-tenth of that upstate.

Both upstate and in New York City, females were placed mainly in clerical positions or as general helpers. However, there is an exact reversal of the largest placement category for the two areas, general helpers absorbing the greatest percent of females upstate, and clerical positions the greatest percent in New York City.

These results tend to suggest that the variety of work situations in which pupils, especially males, were placed was a bit richer in New York than upstate.

3. Supervision

As outlined earlier, careful and imaginative supervision is an essential program element. All coordinators were advised to make regular visits to their pupils at their work station to review their progress, and to consult with their employers concerning their performance. As necessary, problems revealed during the visit were dealt with on-the-spot, or in an interview later with the pupil, or perhaps treated generally in the daily class session for the benefit of the entire group.

Coordinators made more visits to pupils newly placed than to those on-the-job for 4 weeks or longer which is, of course, desirable.

After initial placements, coordinators visited no less than once each week for the first month, and several increased such contacts to two per week. When the pupil had settled into the routine required at the work station and was apparently successfully accomplishing his assigned task, the teacher-coordinators reduced their frequency of appearance. The pattern of visits to mature placements is less clear, ranging in various programs from once per week to once per month.

Supervisors at the work stations made formal reports to the teacher-coordinators concerning the efforts of their STEP pupils. Again the pattern of communication is not clearly defined but in most units it appeared to coincide with the marking period intervals of the normal school program.

Usually the formal reports to the coordinators from supervisors were noted on a check list of pupil characteristics, including such items as ability, appearance, attendance, attitude, performance,

relationships with others, and reliability.

The most valuable communication between the supervisor and the teacher-coordinator was that which occurred in their informal discussions of individual STEP pupils. All coordinators sought and frequently achieved a level of understanding with cooperating employers which resulted in the employer contacting the supervisor as his daily observations of the pupil indicated a need for special attention. One of the unpredicted but positive elements of the program has been the generally warm interest manifested by work station supervisors in the progress of the pupils with whom they were working.

4. New York State Employment Service

STEP was conceived in 1961 in consultation with representatives of the Commissioner of the New York State Department of Labor. It was agreed at that time that the Department's Employment Service Division could materially assist local STEP coordinators with the placement of their pupils. This promise has been fulfilled. Local offices of the Employment Service have cooperated with coordinators in this important task. Nor has this assistance been limited to placement. In several instances the Service has supplied local STEP officials with appropriate materials, audio-visual aids, and made speakers available to address STEP orientation classes.

Certainly the Service in most offices which serve STEP cities has not had anything approaching an abundance of openings which they could channel to STEP pupils. Their own experience with dropouts and potential dropouts has been no more promising than our own, which is essentially that considerable effort must be exerted to place them privately. Nonetheless, they have made their resources available and thereby have strengthened the local programs.

C. Parental Liaisons

As a result of our Bureau's experience in the Holding Power Project, we have become aware of the important effect that the attitude of parents has upon pupils who may be considering an early withdrawal from school. Certainly our views are not unique, being amply buttressed by that of many educators including our own STEP coordinators. For this reason, among others, no pupil may enter STEP without the express consent of his parents, and also for this reason, teacher-coordinators have regularly sought the support of the parents of the young people that they serve.

1. Interviews

In all units some attempts were made by coordinators to share with individual parents, their interest and insights concerning their children. Home visits for this purpose were made in all but two programs. The frequency of these visits ranged from an average of less than one per pupil to three per pupil during the school year.

All of the programs arranged family conferences at school as well. The number of interviews per family ranged from one to four per pupil.

2. Meetings

Roughly half of the programs scheduled meetings of the teacher-coordinator with groups of the parents of his STEP pupils. Attendance at these meetings was not large. Although one district reported that 60% of the parents appeared, in other cities the figure was 20%.

3. Other contacts

Teacher-coordinators made frequent use of the telephone to reach parents of their pupils. In only one program was this not a major communication device. Written messages to parents were used in comparatively few programs.

4. Progress reports

A report on the performance of pupils in STEP was regularly included on the "report card" distributed to parents.

Because of the unique character of STEP, attacking as it does rather fundamental concerns, some teacher-coordinators have provided parents with a more comprehensive analysis of the status of their students than possible on the conventional "report card." Only a small number prepared such statements regularly. More than half forwarded these detailed reports "as they felt it necessary", or "when the need arose."

D. Special Educational Services

The Regulations of the Commissioner require STEP districts to provide those special services available in the district as may contribute to the effective progress of the pupils in the program.

In all of the cities, the specialty most often associated with the development of STEP was that of guidance. Roughly half of the districts made use of school psychologists. One program also secured the service of a school social worker. All of these specialists were especially active at the borders of the program, screening applicants and rearranging schedules to include STEP, and at the conclusion of participation, assisting in the reassimilation of the student in school or facilitating his entry into the world of work. As problems arose during a pupil's program membership, these same specialists contributed their skill to the attempts to eliminate the difficulty. In some instances, the specialists addressed the daily orientation sessions and the parent meetings.

Although not a specialist in the sense that the others we have mentioned are, in 1962-63 Poughkeepsie officials included among their professionals assigned to the program, a classroom teacher who daily instructed the STEP group in the basic skills areas, orienting her presentations to the unique work-study nature of STEP. They have decided to continue this practice. The Watertown program for the current year also includes such an arrangement.

E. Advisory Council

The Commissioner's Regulations require each STEP district to establish a council of advisors composed of community leaders to guide the district in its development of the program.

All of the districts have met this requirement, drawing upon business and industrial executives, and leaders in education, government, and organized labor. Other institutions represented are local parent-teacher associations and social service agencies. In general, the districts have not made extensive use of their councils.

In Yonkers, a member of the council participated regularly in the selection of students for the program. In New York City, the council awarded a certificate of commendation to employers of STEP pupils at a special ceremony at the end of the school year.

F. Activities: East of Installation

Almost without exception, local STEP personnel appraised work-experience as the least difficult program element to install. Other activities arranged without serious problems were the appearance of speakers, the use of audio-visual aids, trips, and the return of students to the normal school program.

G. Activities: Reactions by Clients and Others

Roughly two-thirds of the STEP pupils cited their work-experience as the most worthwhile program feature. In this they were joined by approximately the same proportion of STEP parents. One-third of the STEP pupils found special merit in the daily orientation sessions, trips, speakers, and audio-visual instructional devices. Parents, in addition to work-experience, heartily approved the vocational guidance, emphasis upon improvement of academic skills, the opportunity to meet with school personnel to discuss the progress of their children, information on the "business world", and the stress upon the need for their children to develop a "sense of responsibility."

H. Activities: Staff Support

In nearly all districts, the STEP operation was described to assembled faculties by administrators or the teacher-coordinator. However, most coordinators relied upon conferences with individual teachers to develop support for the program and specifically, to secure the cooperation of individual teachers in complementing their efforts with individual pupils. Much less frequently coordinators held case conferences concerning specific pupils with all of their teachers.

Some coordinators regularly informed the teachers of STEP pupils of the progress of these pupils in STEP, and also regularly reviewed with the teachers, the performance of the STEP pupils in their classes.

CHAPTER V

THE TEACHER-COORDINATORS

Possibly more than in other school programs, the success of STEP depends upon the skill and personality of the teacher-coordinator. It was interesting to note that our colleagues in the Division of Research in the Department, after their visits to several STEP programs, singled out the effectiveness of the teacher-coordinator as a sine qua non in the success of local programs.

The coordinators must be licensed teachers but they do represent a variety of teaching specialties. The largest number came to STEP from careers as teachers of social studies, followed closely by those from guidance. Other subjects of licensure include business education, common branch, health and physical education, industrial arts and mathematics. One was previously active in school placement work and another served in a continuation school.

Probably it is impossible to describe satisfactorily the characteristics of a successful teacher-coordinator. Essentially the districts sought teachers with a record of effectiveness in the classroom, especially with non-achievers and with slow learners. Coupled with this educational background, sophistication in placement practice, knowledge of the local labor market, and previous contacts with employers were applied as standards. Because STEP represents a unique blend of experiences in the school and the community at large, it was necessary to search out coordinators with imagination, enthusiasm, and more than a little fortitude.

It will be recalled that earlier in this document in connection with selection procedures, the importance of involving the coordinator was stressed. In the best programs a conscious effort was made to somehow match the capacities of the coordinator to the special problems of the students he was to assist.

CHAPTER VI

OUTCOMES

The goals of STEP are the reduction of the number of unemployed dropouts, either by inducing potential dropouts to return to the normal program and graduate or by assisting them to obtain and hold satisfactory full-time positions if they do leave school before graduation.

A. End of Year Status of STEP Pupils

In Table VII we have contrasted our results with STEP students in the two school years in which STEP has been in operation. It should be recalled that in 1961-62, no local program was in existence more than approximately one-half year.

Table VII

Status of STEP Pupils
End of the School Year
1961-62 and 1962-63
Percent

Status	1962-63 District			1961-62 Total
	Upstate	New York City	Total	
Returned to normal school program	19	31	27	6
Entered full-time employment	9	12	11	4
Removed from program - unsatisfactory progress	9	15	13	9
dropped out of school	6	4	5	2
completed year in program	57	38	44	79
Total	100	100	100	100

Before commenting upon the distributions in Table VII it also is pertinent to remember that the clientele of our program are all potential dropouts, selected for their readily identifiable dispositions to leave school in the rather immediate future. With this in mind then it is encouraging to point out that only 2% of the pupils in 1961-62 and only 5% in 1962-63 actually left STEP as dropouts. The experience in other of the pupil status categories in 1962-63 is quite different from that in 1961-62. For example, at the end of the year more than three-fourths of the pupils were still in school as program members in 1961-62 but in 1962-63, less than half were so classified. This shift derives from the large increase in the percents returned to the normal school program and assisted to enter full-time employment in the second year as contrasted with the first. There was also an increase, but a much smaller one, in the percent removed for lack of progress in the second year.

The 1962-63 status of New York City pupils differs from that of those in upstate programs. In New York City, the percents who were returned to the normal program, who entered full-time employment, and who were removed for unsatisfactory progress were greater than upstate. That there is a greater mobility inherent in the New York City operation is illustrated in the fact that 38% of the City students were still in the program at the end of the year but 57% of those enrolled upstate. However, the fact that but 4% of New York City pupils became dropouts as contrasted with 6% of those upstate cannot be overlooked. It may be that the City mobility can be traced to some extent to the traditional practice of semi-annual schedule revisions in the secondary schools.

B. Follow-up of 1961-62 STEP Pupils

Educational programs are often of necessity evaluated on a short-term basis; i.e., at a time very proximate to the application of the new technique. It is results of this sort that have been examined in the preceding paragraphs. Perhaps a more meaningful appraisal of a program can be made by examining the status of students a relatively lengthy interval after their separation from it. In our design for STEP at the state and local levels, provision was made for the creation of active and control groups in 1961-62 and for the follow-up of these pupil groups one year after the active group terminated their STEP experience. STEP districts conducted such studies and reported their results in the summer of 1963. Table VIII summarizes the status of 1961-62 active and control pupils in June 1963.

Table VIII

1961-62 STEP Pupils and Matched Control Pupils
by Their School or Employment Status in June 1963

Status	STEP Pupils		Control Pupils	
	Number	Percent	Number	Percent
In home district regular school program	72	41.1	62	37.6
Doing satisfactory work	64	36.6	36	21.8
Doing unsatisfactory work	7	4.0	21	12.8
Progress not ascertained	1	0.5	5	3.0
Now in other school districts	6	3.4	3	1.8
In full-time employment	37	21.1	15	9.1
Total in school or employed	115	65.6	80	48.5
Unemployed	11	6.3	9	5.5
Other (married, military service, deceased, etc.)	8	4.6	10	6.0
No information	41	23.5	66	40.0
Total	175	100.0	165	100.0

Unhappily, the table reveals that this follow-up study, like many others, is afflicted with a great weakness in that a substantial number of participants are reported in the "no information" category. Particularly is this the case for the control group with 40% so listed although even the 23.5% included in the active STEP group is sufficient to cause considerable misgivings. Therefore conclusions from these data cannot be offered and the findings can be examined only for clues to be pursued more rigorously in later studies.

With these shortcomings in mind, it appears that the goals of the program are being approached, in that 66% of the active but only 48% of the control group were either in school or employed in June 1963. Moreover, the percent of those in school in the two groups who were "doing satisfactory work" was much higher in the active than in the control group (37% vs. 22%). However, there is a fact which must be faced. It appears that the principal reason for the larger percent in school or employed attributed to the active group can be traced primarily to the high percent employed full-time (21 vs. 9) rather than to the percent still in the normal school program, although the statistics

favor the active group slightly here as well (41 vs. 38). In other words, STEP may have performed its orientation mission so well as to influence a number of students to successfully obtain and hold satisfactory full-time employment who might, as witness the control group experience, have remained in school. Philosophically the question raised is whether it is better to retain poorly performing pupils in school, with all of the frustrations and failures commonly attached to potential dropouts, or to enable them to attain success out-of-school albeit without the hallowed high school diploma. Of course, STEP policy does require that teacher-coordinators make plain to those who become full-time employees, the ways in which their education may be continued, emphasizing the opportunity now available to qualify for a New York State High School Equivalency Diploma at age 18.

It does seem reasonable to expect that a substantial proportion of the 40% of the control group whose whereabouts were unknown could be discovered in "negative" situations, out-of-school and out-of-work, for example. Even the fact that school officials were still familiar with the status of more than three-fourths of the active group but only 60% of the control group one year after the STEP experience speaks well for the effectiveness of the program.

We must repeat that much further and more complete study is required of STEP pupils and their unassisted peers along the same lines as illustrated in this section; also the fact that the 1961-62 experience in which these active pupils were involved was much foreshortened. A followup of 1962-63 pupils in June 1964 should provide more reliable data.

C. Other Results

Most districts made an attempt to contrast their active and control groups against such criteria as school achievement, attendance, behavior, attitude of students toward school and work, and the reflections of parents on the program. However, the outline for the annual report suggested that districts make these comparisons in a single item. Perhaps as a result of this, responses were somewhat attenuated. It appears that, in all of the areas mentioned, it may be safely generalized that the outcomes for the active STEP pupils were somewhat more positive than those for control group pupils. As examples: in Buffalo 74% of the active pupils were successful in all of their subjects contrasted with 51% of the control pupils; in a New York City High School, STEP pupils were present 86% of all possible days versus 65% for control group pupils; in attitudes toward school and work, five upstate districts reported substantial improvements for their active as contrasted to their control groups and two other upstate districts noted no distinguishable differences; nearly all of the units observed a marked reduction in the behavior problems manifested by active pupils but not their control peers; and finally the comments of the overwhelming majority of parents on the contribution of the program to their children's well being were most favorable. If these outcomes do not bespeak revolutionary increments as a result of STEP, it must be remembered that by definition STEP pupils are those "least likely to succeed" in a normal school program. Even small improvements represent an arresting of a deteriorative process and hence must be hailed.

CHAPTER VII

PROBLEMS

Impediments to the development of the program as cited by local personnal could be subsumed under these headings: staff cooperation, parental support, student adjustments, and employment considerations.

Coordinators in two programs expressed some consternation at their ability to keep their teaching colleagues informed of the progress and special needs of their pupils. In four districts coordinators felt a need to secure greater understanding on the part of parents of their efforts. For example, it was stated that parents did not supply the appropriate atmosphere for the pursuit of studies at home. Four districts indicated some dissatisfaction with their progress in assisting pupils to break patterns of academic failure and in selecting potential dropouts who might react most positively to the program, including adherence to established standards of performance at their work station. With the single exception of New York City, all of the districts indicated that their ratio of private to public placements must be improved. Private placements have required considerably more effort to arrange than those in public agencies.

Although only one district complained in their report of the stiffling effect of the tendency of welfare officials to deduct STEP earnings from the sums allotted families as public assistance, during the visits to programs in the course of the year, Bureau supervisors received this comment from several coordinators.

Districts were also requested to mention the types of assistance they needed most to improve the operation of their programs. Most often cited was the provision of clerical aid. Two districts believed that their programs would be strengthened if their pupils could receive the benefits of professional assistance in improving their skill in reading. More appropriate supporting curriculums and instructional materials were desired in three districts.

CHAPTER VIII

DEMONSTRATION

STEP and the other projects coordinated by the Bureau of Guidance are demonstration projects. It is expected that as participating cities make progress toward the goals of STEP, other districts, attracted by the success of the technique, will move to establish their own variations of the program. Therefore it seems pertinent to examine the extent to which this broad purpose was accomplished.

All of the districts upstate but two were visited by representatives of other cities. According to the records available to us, Greece, perhaps the smallest program, entertained personnel from more districts than any other of these, receiving six delegations in addition to a group from the University of Rochester. Buffalo's program was viewed by educators from five cities

including one in Canada. The programs in the other cities were reviewed by somewhat fewer visitors. All told, upstate, 22 districts visited STEP programs but 6 of these represented inter-program reviews in that the personnel were from other STEP cities.

From our supervisory work during the year, it seems safe to conclude that New York City's program probably attracted attention far in excess even of its relatively large size. Figures are not available on the precise number of visitors to STEP in New York City.

CHAPTER IX

PROMISING PRACTICES

1. The Regulations for STEP require that pupils meet with the coordinator for at least one period and be enrolled in other appropriate courses during the remainder of their interval in school. Obviously STEP pupils might be scheduled as a group for all of their formal instruction. A district which followed this practice last year, has currently moved to individual scheduling for the three morning "normal" classes and found this to be a more satisfactory arrangement for pupils and teachers.

2. A signed copy of the pupil's agreement to meet the requirements of participation in STEP is made available by the coordinator to each of his teachers.

3. All STEP pupils are made known to the city's Central Welfare Registry, which, in turn, provides a listing of the community agencies assisting each STEP family for the information of the coordinator.

4. Pupils are rotated among the public work stations available to the unit at three month intervals. This, of course, broadens the work experience to which each pupil can be exposed.

5. Public placements in one city were made at city parks and greenhouses, recreational agencies such as "golden age" centers and public skating rinks, police headquarters, the mailroom at city hall, the office of Project ABLE, and in offices of the school dental hygienists. Another city found public work stations in the drafting section of the water department, in the drafting section of the municipal planning board, in the office of the local Youth Board, and at the local hospital. Several districts made satisfactory public placements with local libraries.

6. A restrained publicity program has been developed in one city as a result of the unfavorable reaction of STEP parents to announcements that STEP was intended to serve "school rejects."

7. The presentation of the NYSES film, <u>When I'm Old Enough Goodbye</u>, was favorably received in a number of STEP cities by STEP pupils, faculties, and parents.

8. Curriculum Resource Materials for Meeting School Retention and Pre-Employment Needs[1] and its Supplement, written by Mr. Charles Savitzky, New York City STEP Coordinator, and published by the New York City Board of Education has been widely used by teacher-coordinators, both in the City and in upstate units.

9. In New York City, STEP Parental Permission Forms are printed in both English and Spanish.

10. Some teacher-coordinators follow a practice of writing commendatory letters to parents as the performance of pupils improves.

11. A number of teacher-coordinators have made effective use of the SRA Reading Laboratories.[2]

12. In some cities, as STEP units were being organized, participating pupils were encouraged to seek out their own work stations subject to the coordinator's approval. As the programs have progressed, while this practice is still followed, such self-placements are decreasing in number. Interestingly, in the case of pupils employed part-time before joining STEP, their pre-program work experience was much more fragmented and short-term than since joining the program.

13. Teacher-coordinators came to the program from a variety of educational specialties. Those with backgrounds in distributive education and guidance seem to have special advantages in terms of familiar acquaintance with the world of work.

14. Certain districts make a number of placements within the jurisdiction of their boards of education. In one of these, the teacher-coordinator called a meeting of all district personnel serving as work-station supervisors to explain the purpose of the program and their specific role. This was well received.

15. Several of the STEP districts have developed a schedule of stipend payments for public placements under which pupils are rewarded with increased wages for superior program performance.

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1 Curriculum Resource Materials for Meeting School Retention and Pre-Employment Needs. (Curriculum Bulletin 1960-61 Series. No. 8), Board of Education of the City of New York, Brooklyn, New York. 1961.

2 SRA Reading Laboratory (Several Levels and Editions), Science Research Associates, Chicago, Illinois (60611). 1963.

CHAPTER X

SUMMARY

STEP has equally important roots in the school and in the community. In its attempts to capture the advantages of each setting for its pupils, it inevitably has encountered the obstacles inherent in each as a medium for promoting the progress of potential dropouts. Nevertheless, the characteristic mood of those associated with STEP, both at the State and local levels, seems to be one of conservative optimism. Since the fall of 1961, important procedural and organizational questions have been resolved and the way cleared for a more emphatic development of the educational substance of the program.

In the spring of 1963, two members of the Division of Research, New York State Education Department, visited several STEP units in cities across the state to gain an improved understanding of the program and to comment upon its effectiveness. Perhaps the status of STEP can best be summarized in this paragraph from their report.

"In conclusion, STEP appears to us to be a program well worth supporting. With a precedent of other work-experience programs to build on, it has developed quite rapidly in two years into a . . . cohesive and definitive program . . . and while its activities and accomplishments fall within a narrower range than . . . (other projects for the culturally deprived) they are nevertheless substantial. Key success elements are a concentration of attention on a relatively small group of students under the personalized and individualized direction of a teacher-coordinator who orients them toward the world of work in relation to the world of the school, and provision of a constructive and realistic work experience which helps them assess their present and future employment prospects and their need for further training."

APPENDIX A

School to Employment Program

(Bureau of Guidance, N. Y. State Education Department, Albany, 1963.)

THE UNIVERSITY OF THE STATE OF NEW YORK
The State Education Department
Bureau of Guidance
Albany

S C H O O L T O E M P L O Y M E N T P R O G R A M

(STEP)

STEP was conceived by representatives of the New York State Education Department, the New York State Division for Youth and the Governor's Office as a possible solution to the problem of widespread unemployment among school dropouts. STEP is coordinated by the Bureau of Guidance of the State Education Department. The goal of the program is the reduction of the number of unemployed school dropouts through efforts with potential school dropouts, 15 years of age and older, while they are still in school. These efforts are designed to enable students to return successfully to the normal school program and graduate, or to obtain satisfactory full-time employment, should they leave school. The program combines work experience and daily orientation sessions, both under the supervision of the same teacher-coordinator. It is expected that the opportunity to become familiar with the demands of the working world and to explore appropriate adjustments to these demands under the tutelage of a trained coordinator, will develop in these students, the habits, attitudes, and skills necessary to success in school and on the job.

STEP students most often attend school in the morning and are employed in the afternoon. In addition to the required daily orientation class, pupils pursue other classes appropriate to their ability and needs in the regular school curriculum in the morning hours.

Because of the difficulty in obtaining private work experience placements for potential school dropouts, stipends or "workerships" are paid students from school district funds for employment in tax supported agencies. Work for private employers is not so reimbursed, but is paid by the private employer. STEP students are not employed except in accordance with the New York State Labor Law.

The 1962 Legislature amended the Education Law (Article 93, Section 4608) to permit school districts to establish school to employment programs. The amendment was subsequently approved by the Governor. In January of 1963, the Regulations of the Commissioner of Education governing STEP were approved by the Board of Regents (Article 25, Section 191).

The Regulations detail important program elements. They are reproduced below:

"191 SCHOOL TO EMPLOYMENT PROGRAM

1. ESTABLISHMENT.

The Board of Education of any school district may, with the approval of the Commissioner of Education, establish school to employment programs for students who have been identified as potential school dropouts. Such programs shall be a part-time school, part-time employment nature.

2. PURPOSE.

The purpose of such a program shall be the assistance of students in improving their capacity to perform successfully as full-time employees, if they leave school, or as full-time students if they elect to return to the normal school program.

3. NATURE OF REQUIRED STUDY PROGRAM.

a. Students shall meet at least one period each school day with a qualified instructor to consider topics designed to facilitate adjustment to school and employment.

b. For the remainder of the school day, students shall be enrolled in those classes of academic, special and vocational instruction appropriate to their individual needs, interests and abilities.

c. Necessary and proper counseling services, psychological services, remedial services and other school services necessary to the progress of the individual student, shall be provided by the participating school district.

4. NATURE OF REQUIRED WORK PROGRAM.

a. Such program shall be in the nature of part-time employment.

b. Such program shall provide for (a) a maximum of three hours of participation in the work program per day or twenty-three hours per week that school is in session, in the case of those participating students fifteen years of age, (b) a maximum of four hours of participation in the work program per day or twenty-eight hours per week that school is in session, in the case of those participating students sixteen years of age or older.

c. Students shall be placed either with public agencies, or with private employers in accordance with the Education Law and the provisions of these regulations.

(1) Students shall not be placed in employment situations unless covered with a policy of Workmen's Compensation Insurance.

(2) Students shall be placed only with employers who provide the necessary supervision of the students and who provide working conditions conducive to the success of the program, to be determined by the school district, with the approval of the Commissioner of Education.

a. All participating students must obtain employment certificates.

b. No participating student under the age of sixteen years shall be placed in an employment situation in a factory room.

c. All places in which students participating in such a program are placed in an employment situation shall be so constructed, equipped, arranged, operated and conducted so as to provide reasonable and adequate protection to the lives, health and safety of all such participating students. It shall be determined by the participating school district, subject to the approval of the Commissioner of Education, that such places meet said qualifications herein.

5. STUDENT QUALIFICATIONS.

a. Students in the program shall be at least fifteen years of age.

b. Students in the program must have been identified, as potential school dropouts.

6. TEACHER-COORDINATOR.

a. The school district shall assign a licensed teacher, properly qualified, to instruct the students in the program so as to assist their orientation to school and employment, to supervise their school and work experience, to promote their progress within the program and to coordinate the total program.

7. ADVISORY COUNCIL.

a. The school district shall establish an Advisory Council composed of qualified representatives of groups such as labor, business, industry, boards of education, civil service commissions, city and county governments, social agencies, state agencies, and service clubs.

b. Such Council shall serve for the purpose of guiding and advising the school district in the development of its program and in evaluating its progress."

Any district may establish a school to employment program subject to the approval of the Commissioner. However, to encourage districts to undertake such projects, the Legislature in 1962 and again in 1963 made an appropriation of funds, which the Department distributes, on a matching basis, to districts submitting approvable proposals for STEP programs, within the limits of the appropriation. In 1961-62, units were developed in New York, Buffalo, Rochester, Syracuse, Ithaca, Albany, and Yonkers. In 1962-63, Poughkeepsie, Kingston, Watertown, and Greece also established programs. Since Syracuse does not now have an active unit, a total of 10 districts presently have operating programs.

Although, to our knowledge, only in New York State is there such a state-wide work-study program for potential school dropouts, the Education Department has for some years administered cooperative programs in business and distributive education and in technical education. STEP differs from these in that STEP students may be 15 years rather than 16 years of age upon entry, and in that STEP does not seek to develop a specific vocational skill as those programs do, but rather a revised attitude toward school and work. STEP is similar to the Department's General Work Experience Program in this lack of vocational focus, but different in that STEP students must be systematically identified as potential dropouts, whereas General Work Experience Programs may include all types of students.

An extensive annual report of STEP for 1961-62 was prepared for limited distribution and discussion. Copies of this report may be read at the Bureau of Guidance office. The following paragraphs describe some of our observations of the development of STEP in participating cities in 1961-62. In none of these cities was STEP in operation for the full school year.

In the selection of potential dropouts as STEP program candidates, local districts made use of the predictive techniques developed in the Holding Power Project conducted by the Bureau of Guidance between 1954 and 1960. A study of the characteristics of STEP students revealed that their median age upon entering was 15½ years. Their median measured scholastic ability fell in the slow learner range (89 I.Q.). At the end of the year, it was reported that 54% of the program students were successful in all of their subjects as contrasted with 28% of similar students in control groups in each city. The attendance of the control group was a little less regular than that of the experimental group. The percent of attendance earned by the program group was, in turn, slightly less than that of students generally in New York State. Teacher-coordinators had an average of three contacts with parents of their students during the portion of the 1961-62 school year in which STEP was operative.

The majority of all placements for work experience were made in situations under the jurisdiction of local boards of education. About 25% were in other public agencies, and the remainder, in private employment. Of these placements, 40% were in clerical positions, 28%,in custodial and maintenance work, 23%, as general helpers, and 9%, in food service. It should be noted that the Bureau of Guidance prefers private, public agency, and board of education placements in that order.

The content of the orientation sessions varied from district to district, but, upon analysis, it was found that all included some version of these topics: (1) introduction to the program, (2) personal requirements for success in school and on the job, (3) career planning, (4) the young worker, and (5) school and work. Field trips, speakers, the use of films and filmstrips, and cooperation with local offices of the New York State Employment Service were featured in the programs.

It was encouraging to discover that only 2% of the STEP group completely severed their school connections, while active in STEP. Another 7% were guided successfully to full-time employment and 5% to an effective return to the normal school program. In the control group, 15% of the students did become dropouts. Since more than three quarters of the students in both the experimental and the control groups were still in school at the end of the first (incomplete) year of operation, these results must be cautiously interpreted. When these figures are revised in the summer of 1963 based on our 1962-63 experience, a better evaluation of the program's impact will be possible.

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